

OVERSIGHT DIVISION

FISCAL NOTE

L.R. No.: 4349-01
Bill No.: HB 1215
Subject: Taxation and Revenue - Sales and Use; Revenue Dept.
Type: Original
Date: February 7, 2012

Bill Summary: This proposal would require the Director of the Department of Revenue to enter into the multistate Streamlined Sales and Use Tax Agreement, and would require the Department of Revenue to implement the compliance provisions.

FISCAL SUMMARY

ESTIMATED NET EFFECT ON GENERAL REVENUE FUND			
FUND AFFECTED	FY 2013	FY 2014	FY 2015
General Revenue	\$0	(\$140,775) to More than \$100,000	(\$127,026) to More than \$100,000
Total Estimated Net Effect on General Revenue Fund	\$0	(\$140,775) to More than \$100,000	(\$127,026) to More than \$100,000

Numbers within parentheses: () indicate costs or losses.
This fiscal note contains 13 pages.

ESTIMATED NET EFFECT ON OTHER STATE FUNDS			
FUND AFFECTED	FY 2013	FY 2014	FY 2015
Conservation Commission	\$0	More than \$100,000	More than \$100,000
Parks, and Soil and Water	\$0	More than \$100,000	More than \$100,000
School District Trust	\$0	More than \$100,000	More than \$100,000
Total Estimated Net Effect on <u>Other</u> State Funds	\$0	More than \$100,000	More than \$100,000

ESTIMATED NET EFFECT ON FEDERAL FUNDS			
FUND AFFECTED	FY 2013	FY 2014	FY 2015
Total Estimated Net Effect on <u>All</u> Federal Funds	\$0	\$0	\$0

ESTIMATED NET EFFECT ON FULL TIME EQUIVALENT (FTE)			
FUND AFFECTED	FY 2013	FY 2014	FY 2015
General Revenue	0	3	3
Total Estimated Net Effect on FTE	0	3	3

☐ Estimated Total Net Effect on All funds expected to exceed \$100,000 savings or (cost).

☐ Estimated Net Effect on General Revenue Fund expected to exceed \$100,000 (cost).

ESTIMATED NET EFFECT ON LOCAL FUNDS			
FUND AFFECTED	FY 2013	FY 2014	FY 2015
Local Government	\$0	(Unknown) to More than \$100,000	(Unknown) to More than \$100,000

FISCAL ANALYSIS

ASSUMPTION

Officials from the **Office of the Secretary of State (SOS)** assume many bills considered by the General Assembly include provisions allowing or requiring agencies to submit rules and regulations to implement the act. The SOS is provided with core funding to handle a certain amount of normal activity resulting from each year's legislative session. The fiscal impact for this fiscal note to the Secretary of State's Office for Administrative Rules is less than \$2,500. The SOS recognizes that this is a small amount and does not expect that additional funding would be required to meet these costs. However, we also recognize that many such bills may be passed by the General Assembly in a given year and that collectively the costs may be in excess of what our office can sustain with our core budget. Therefore, we reserve the right to request funding for the cost of supporting administrative rules requirements should the need arise based on a review of the finally approved bills signed by the governor.

Officials from the **Joint Committee on Administrative Rules** assume that this proposal would not have a fiscal impact to their organization in excess of existing resources.

ASSUMPTION (continued)

Officials from the **Department of Natural Resources** (DNR) assume this proposal would require the Department of Revenue to promulgate rules to implement the streamlined sales and use tax agreement.

The Streamlined Sales and Use Tax Agreement would apply primarily to retail transactions by sellers who do not have a physical location in the state. Retailers who do not have physical location in the state would be required to report taxable sales and remit sales tax on Missouri sales. According to a 2009 University of Tennessee study - State and Local Sales Tax Revenue Losses from Electronic Commerce - the revenues that the state of Missouri could gain from collecting sales tax on e-commerce in FY 2012 was estimated at \$210 million.

The Department's Parks and Soils Sales Tax Funds are derived from one-tenth of one percent sales and use tax pursuant to the Missouri Constitution, and any increase in sales tax collected would increase revenue to the Parks and Soils Sales Tax Funds. DNR officials assume the Department of Revenue would be better able to estimate the anticipated fiscal impact that would result from this proposal.

Officials from **St. Louis County** assume this proposal would have no significant impact on their organization.

Officials from the **City of Kansas City** assume that the net result of adoption of the Streamlined Sales Tax and Use Tax Agreement would be an increase in revenue within Kansas City. That increase, based on the expanded sales from the Internet delivered within Kansas City cannot be estimated.

Officials from the **City of Webb City** stated that it is difficult to estimate the increase in revenue for their organization, but assume this proposal would increase sales tax revenues ten percent due to the increase in internet sales.

Officials from the **Department of Transportation** (MODOT) assume this proposal would have no fiscal impact on their organization.

ASSUMPTION (continued)

Oversight notes that sales tax on motor vehicles is paid to the Department of Revenue at the time a vehicle is titled and assumes the proposal would not reduce sales tax collections on motor vehicles sold to and registered by Missouri residents.

Officials from the **Department of Conservation** (MDC) assume this proposal would implement the provisions of the Streamlined Sales and Use Tax Agreement. The proposal may benefit the Department in that Conservation sales tax collections may increase, and any increase in sales and use tax collected would increase revenue to the Conservation Sales Tax funds. However, the initiative is very complex and may require adjustments to Missouri sales tax law which could cause some downside risk to the Conservation Sales Tax.

MDC officials stated that the fiscal impact to their organization is unknown but greater than \$100,000, and assume the Department of Revenue would be better able to estimate the anticipated fiscal impact that would result from this proposal.

Officials from the **Office of Administration, Division of Budget and Planning** (BAP) assume this proposal would not result in additional costs or savings to their organization.

BAP officials stated that the proposal would require the adoption and implementation of the Streamlined Sales Tax Agreement, which would become effective Jan. 1, 2014. BAP did not have an estimate of the sales tax revenues to be gained from this proposal, but noted that many sellers would be able to remit taxes for sales that occur via e-commerce under this agreement.

Two studies of the state and local revenues that Missouri might gain from collecting sales tax on e-commerce provide an estimated range of \$108 million (Eisanach & Litan, Feb. 2010) and \$210 million (Bruce, Fox, & Luna, April 2009). Both studies are limited to the gains from e-commerce, and do not attempt to estimate other remote sales.

This proposal would increase General and Total State Revenues, and local revenues including those for education.

The proposal would also create a 1% collection fee for local sales taxes collected by DOR, which would be deposited in the General Revenue Fund to offset DOR's costs. This fee would Increase General and Total State Revenues by an unknown amount.

ASSUMPTION (continued)

Officials from the **Department of Revenue** (DOR) assume this proposal would require DOR to enter into the streamlined sales and use tax agreement with one or more states to simplify and modernize sales and use tax administration. DOR would create the regulations necessary to implement the provisions of the Streamlined Sales Tax Agreement in Missouri.

DOR officials noted and described a large number of additional provisions in the proposal regarding the administration of local sales and use taxes, and technical requirements for implementing the Streamlined Sales and Use Tax Agreement.

Administrative impact

DOR and ITSD-DOR would need to make significant changes to various tax systems. DOR officials assumed that excise tax would require two additional FTE Revenue Processing Technicians I (Range 10, Step L) for return processing because Excise Tax would have to determine where each delivery was made in order to properly figure the sales tax to be deducted from refund claims. Some invoices may be for fuel delivered at the retail station and others may be for fuel delivered to other locations. The Department would also need to know if the fuel is delivered inside city limits or outside city limits or even if the retail station is inside or outside city limits. This would require a great deal of processing time and effort as many refund claims contain hundreds of invoices, which would need to be reviewed individually.

DOR also assumes that Sales Tax would require one FTE additional Management Analyst Specialist I (Range 23, Step Q). DOR does not envision an FTE impact for the Sales Tax area, but rule writing would create a significant impact for which we will need additional managerial assistance.

The DOR estimate of administrative cost to implement this proposal including three additional FTE and the related fringe benefits, equipment, and expense amounted to \$135,540 for FY 2013, \$144,997 for FY 2014, and \$146,496 for FY 2015.

ASSUMPTION (continued)

Oversight assumes the Streamlined Sales and Use Tax Agreement would apply to retail transactions by sellers which do not currently have a physical location in the state. Those retailers which do not currently have a physical location in the state would be required to report taxable sales and remit sales tax on Missouri sales. This requirement would likely increase state sales tax collections but the number filers using current DOR systems would not likely change. Therefore, the proposal would not likely have a significant impact on Department of Revenue staffing for sales and use tax processing.

This proposal would also require the state and every political subdivision to adopt, implement, and incorporate by reference all provisions contained within the streamlined sales and use tax agreement. Changes in state regulations would be required to eliminate current regulations which conflict with Streamlined Sales and Use Tax Agreement provisions. It would also appear that new DOR regulations would be required to reference the provisions of the Streamlined Sales and Use Tax Agreement on a statewide basis in order to preserve the uniformity of regulations applicable to all sales in the state.

Finally, **Oversight** notes that retail entities with a physical presence in the state are currently using a set of systems and procedures created and operated by DOR. If those retailers were permitted to use the Streamlined Sales and Use Tax Agreement reporting and payment systems, there could be a reduction in the number of returns filed and revenue collected under current procedures. That could allow a reduction in DOR resources applied to sales tax processing but the number of filers and the amount which might be collected can not be estimated, and that process would likely not begin until after FY 2015.

Oversight will include three additional DOR employees in this fiscal note and has, for fiscal note purposes only, changed the starting salary for the new positions to correspond to the second step above minimum for comparable positions in the state's merit system pay grid. This decision reflects a study of actual starting salaries for new state employees for a six month period, and the policy of the Oversight Subcommittee of the Joint Committee on Legislative Research. Oversight has adjusted the DOR estimate of expense and equipment costs in accordance with OA budget guidelines, and assumes that a limited number of additional employees could be accommodated in existing office space.

ASSUMPTION (continued)

Oversight also assumes the DOR estimate of expense and equipment cost for additional FTE could be overstated. If DOR is able to use existing equipment such as desks, file cabinets, chairs, etc., the estimate for new equipment could be reduced by roughly \$5,000 per employee.

IT impact

DOR officials also provided an estimate of the IT cost to implement the proposal. DOR officials estimated the cost at \$106,848 based on 4,032 hours to make programming changes to the sales tax processing system (MITS).

Oversight assumes ITSD-DOR is provided with core funding to handle a certain amount of activity each year. Oversight assumes ITSD-DOR could absorb the costs related to this proposal. If multiple bills pass which require additional staffing and duties at substantial costs, ITSD-DOR could request funding through the appropriation process.

Oversight has also reviewed the studies cited by the Office of Administration, Division of Budget and Planning (BAP) and the Department of Natural Resources (DNR). We noted that there are significant differences between the two studies in the methodology used to estimate the level of internet and other remote sales, the proportion of remote sales which would be taxable, and the current level of compliance with existing tax provisions.

The Bruce, Fox, and Luna report cited by BAP was cited by DNR as a University of Tennessee study; it suggests that approximately 25% of sales taxes due on e-commerce are uncollected, and that sales tax collections on e-commerce were \$26.1 billion for the year 2010. This rough estimate of the uncollected sales tax would indicate that \$8.7 billion was uncollected for the United States. If 1.8% of the \$8.7 billion was due the state of Missouri, the additional revenue would amount to \$156.6 million. The Eisenach and Litan report suggests only \$3.8 billion in uncollected sales tax on e-commerce; 1.8% of that amount attributable to Missouri would be \$70.2 million.

Information reported by the United States Census Bureau indicates that online retail sales grew at an average rate of 20% per year for the years 2000 to 2007, with lower growth rates for 2007 to 2009. A report by marketing and information technology consultants Forrester Research projected a 10% annual growth rate for the years 2009 through 2015, with online sales accounting for 11% of total retail sales (excluding groceries) by 2015.

ASSUMPTION (continued)

If the Forrester Research projected total for United States online sales of \$176 billion was accurate, it would indicate that online retail sales for Missouri were \$3.168 billion and sales taxes on that amount would be $(\$3,168,000,000 \times .08) = \253 million.

Oversight notes that a significant percentage of total online retail sales would be business-to-business, however, and a significant percentage of those business-to-business sales would be tax exempt. Oversight does not have the resources to independently determine the actual amount of uncollected state and local sales and use tax, and will use the range of values suggested by the two studies. Oversight notes that the additional revenues from the Streamlined Sales Tax would be allocated as follows.

Entity	Tax Rate	Low Estimate	High Estimate
General Revenue Fund	3.000%	\$40,373,832	\$78,504,673
School District Trust Fund	1.000%	\$13,457,944	\$26,168,224
Conservation Commission Fund	0.125%	\$1,682,243	\$3,271,028
Parks, and Soils Fund	0.100%	\$1,345,794	\$2,616,822
Local Governments *	Average 3.800%	\$51,140,187	\$99,439,253
Total	NA	\$108,000,000	\$210,000,000

* The average rate for local sales and use tax is calculated based on tax revenues reported by the Department of Revenue for the year ended June 30, 2010.

For fiscal note purposes, **Oversight** will indicate additional revenue in excess of \$100,000 per year for those state funds that receive sales tax revenues, and for local governments. Oversight will include an unknown increase in revenues to the General Revenue Fund for collection fees on local taxes not currently subject to the 1% withholding, and Oversight will include an unknown reduction to local governments for that additional withholding.

ASSUMPTION (continued)

Oversight also notes that this proposal appears to require implementation of the Streamlined Sales Tax program as of January 1, 2014, and we assume that additional revenues for the first fiscal year, FY 2014, would be less than 50% of a full year revenues. We have indicated additional revenues beginning in FY 2014, and DOR costs to implement and operate the program beginning in FY 2014.

<u>FISCAL IMPACT - State Government</u>	FY 2013 (10 Mo.)	FY 2014	FY 2015
GENERAL REVENUE FUND			
<u>Revenue increase - Streamlined Sales and Use Tax Agreement</u>	<u>\$0</u>	<u>More than \$100,000</u>	<u>More than \$100,000</u>
<u>Revenue increase - Collection fees withheld from local taxes</u>	<u>\$0</u>	<u>Unknown</u>	<u>Unknown</u>
<u>Revenue increase - Collection fees retained from TDD's</u>	<u>\$0</u>	<u>Unknown</u>	<u>Unknown</u>
<u>Cost - Department of Revenue</u>			
Salaries - 3 FTE	\$0	(\$81,312)	(\$82,125)
Benefits	\$0	(\$42,689)	(\$43,116)
Equipment and expense	<u>\$0</u>	<u>(\$16,774)</u>	<u>(\$1,785)</u>
Total	<u>\$0</u>	<u>(\$140,775)</u>	<u>(\$127,026)</u>
ESTIMATED NET EFFECT ON GENERAL REVENUE FUND		<u>(\$140,775) to More than \$100,000</u>	<u>(\$127,026) to More than \$100,000</u>
Estimated Net FTE Effect on General Revenue Fund	0	3	3

<u>FISCAL IMPACT - State Government</u>	FY 2012 (10 Mo.)	FY 2013	FY 2014
CONSERVATION COMMISSION FUND			
<u>Revenue increase</u> - Streamlined Sales and Use Tax Agreement	<u>\$0</u>	<u>More than</u> <u>\$100,000</u>	<u>More than</u> <u>\$100,000</u>
ESTIMATED NET EFFECT ON CONSERVATION COMMISSION FUND	<u>\$0</u>	<u>More than</u> <u>\$100,000</u>	<u>More than</u> <u>\$100,000</u>
PARKS, AND SOIL AND WATER FUND			
<u>Revenue increase</u> - Streamlined Sales and Use Tax Agreement	<u>\$0</u>	<u>More than</u> <u>\$100,000</u>	<u>More than</u> <u>\$100,000</u>
ESTIMATED NET EFFECT ON PARKS, AND SOIL AND WATER FUND	<u>\$0</u>	<u>More than</u> <u>\$100,000</u>	<u>More than</u> <u>\$100,000</u>
SCHOOL DISTRICT TRUST FUND			
<u>Revenue increase</u> - Streamlined Sales and Use Tax Agreement	<u>\$0</u>	<u>More than</u> <u>\$100,000</u>	<u>More than</u> <u>\$100,000</u>
ESTIMATED NET EFFECT ON SCHOOL DISTRICT TRUST FUND	<u>\$0</u>	<u>More than</u> <u>\$100,000</u>	<u>More than</u> <u>\$100,000</u>

<u>FISCAL IMPACT - Local Government</u>	FY 2013 (10 Mo.)	FY 2014	FY 2015
LOCAL GOVERNMENTS			
<u>Revenue increase</u> - Streamlined Sales and Use Tax Agreement	<u>\$0</u>	<u>More than \$100,000</u>	<u>More than \$100,000</u>
<u>Revenue reduction</u> - Collection charges to local governments	<u>\$0</u>	<u>(Unknown)</u>	<u>(Unknown)</u>
ESTIMATED NET EFFECT ON LOCAL GOVERNMENTS	<u>\$0</u>	<u>(Unknown) to More than \$100,000</u>	<u>(Unknown) to More than \$100,000</u>

FISCAL IMPACT - Small Business

This proposal could have a direct fiscal impact to small businesses which would be required to report sales and to collect and remit Missouri sales and use tax under the agreement.

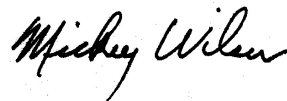
FISCAL DESCRIPTION

This proposal would require the Director of the Department of Revenue to enter into the multistate Streamlined Sales and Use Tax Agreement, and would require the Department of Revenue to implement the compliance provisions.

This legislation is not federally mandated, would not duplicate any other program and would not require additional capital improvements or rental space.

SOURCES OF INFORMATION

Office of the Secretary of State
Office of Administration
 Division of Budget and Planning
Department of Conservation
Department of Natural Resources
Department of Revenue
Department of Transportation
Joint Committee on Administrative Rules
St. Louis County
City of Kansas City
City of Webb City

A handwritten signature in black ink that reads "Mickey Wilson". The signature is written in a cursive, flowing style.

Mickey Wilson, CPA
Director
February 7, 2012